

Message Text

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ACTION EA-14

INFO OCT-01 ISO-00 IO-14 CIAE-00 NSAE-00 NSCE-00 SSO-00

USIE-00 INRE-00 PM-07 H-03 INR-10 L-03 NSC-10 PA-04

RSC-01 PRS-01 SPC-03 SS-20 OMB-01 COA-02 CG-00 FMC-04

DOT-00 INT-08 NSF-04 JUSE-00 /110 W

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O 151021Z DEC 73

FM AMEMBASSY SEOUL

TO SECSTATE WASHDC IMMEDIATE 1612

JCS IMMEDIATE

INFO CINCPAC IMMEDIATE

CINCUNC IMMEDIATE

CNFK IMMEDIATE

S E C R E T SEOUL 8450

E.O. 11652: GDS

TAGS: PBOR, MARR, KS, KN

SUBJECT: NEXT QUESTION REGARDING NORTHERN LIMIT LINE

JOINT EMBASSY/UNC

SUMMARY: TO DATE PRECAUTIONS HAVE BEEN TAKEN AGAINST
AND RESPONSES DEVISED TO MEET POSSIBLE NORTH KOREAN EFFORTS
TO DISRUPT ROK SUPPORT OF THE FIVE UN CONTROLLED ISLANDS.
WE ANTICIPATE HOWEVER CONTINUED AND VERY POSSIBLY MORE INTENSE

AND WIDESPREAD NORTH KOREAN NAVAL ACTIVITY IN COASTAL WATERS.
WE BELIEVE WE MUST DEVELOP FURTHER CONTINGENCY PLANNING TO
DEAL WITH THE BROAD QUESTION OF HOW WE OPERATE WITHIN NORTH
KOREAN CLAIMED TERRITORIAL WATERS. END SUMMARY.

1. ORIGINAL EXCURSIONS ACROSS THE NORTHERN LIMIT LINE BY
NORTH KOREAN PATROL CRAFT IN LATE OCTOBER AND NOVEMBER WERE
BRIEF, SHORT RANGE PROBES WHICH DID NOT PENETRATE THE THREE

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MILE LIMIT OF THE FIVE ISLANDS. IN COURSE OF NOVEMBER,

HOWEVER, A PATTERN OF FREQUENT, DEEPER, AND LONGER LASTING PENETRATIONS BEGAN TO DEVELOP WITH OCCASIONAL PENETRATIONS OF THREE MILE BOUNDARY AROUND ISLANDS. WHILE THEY HAVE NOT PROCEEDED BEYOND THE 12 MILE LIMIT AND RANGE OF THEIR OWN SHORE BATTERIES IN AREA SOUTH OF HAEJU, NORTH KOREANS ALSO HAVE XNGUN SENDING PATROLS OUT PAST 12 MILES IN AREAS NORTH REM WEST OF THE THREE ISLAND GROUP HEADED BY PAENGYANG DO. THEIR PATROL CRAFT HAVE ALSO IN PAST TWO WEEKS ACTED MORE PROVOCATIVELY IN VICINITY SOUTH KOREAN VESSELS, AND INCIDENTS HAVE BEEN NARROWLY AVOIDED ON SEVERAL OCCASIONS.

2. IT SEEMS APPARENT FROM ANALYSIS OF THEIR OPERATIONS AS WELL AS FROM WHAT THEY SAID AT LAST MAC MEETING THAT NORTH HAS BEEN WAGCNG STEP BY STEP CAMPAIGN TO ESTABLISH RIGHT NOT ONLY TO OPERATE FREELY THEMSELVES BUT TO RESTRICT ROK OPERATIONS WITHIN 12 MILES OF NORTHERN SHORES. THEIR DEEPER MOTIVATIONS ARE LESS CLEAR BUT WE BELIEVE THEY PROBABLY INCLUDE ONE OR MORE OF THE FOLLOWING: 1) ESTABLISHMENT OF A BASIS FOR A FUTURE CLAIM TO THE UN CONTROLLED ISLANDS:

2) PROVOCATION OF SOUTH KOREAN INITIATED INCIDENT WITHIN NORTH KOREAN CLAIMED WATERS WHEREIN ROKS WOULD BE DISCREDITED;

3) ESTABLISHMENT OF GROUNDS IN ANY EVENTUAL RENEGOTIATION OF ARMISTICE AGREEMENT MORE TO NORTH'S ADVANTAGE : 4) DEVELOPMENT OF ISLANDS AND NEIGHBORING SEAS AS BERLIN TYPE PRESSURE POINT WHERE NORTH COULD ENGENDER DIFFICULTIES FOR ROKG AND POSSIBLY DIFFERENCES BETWEEN ROKS AND OURSELVES.

3. EXTRAPOLATING FROM CURRENT PATTERN NK OPERATIONS AND POSSIBLE MOTIVES OUTLINED, WE FORESEE CONTINUED AND VERY POSSIBLY MORE WIDESPREAD NORTH KOREAN ACTIVITY IN THE COASTAL WATERS AROUND THE UN CONTROLLED ISLANDS IN THE YELLOW SEA, AND EVEN POSSIBLY IN SOUTH KOREAN EAST COAST WATERS. THEY COULD ALSO EXPAND PATROL ACTIVITY BEYOND 12 MILE LIMIT INTO THE MERCHANT SHIPPING APPROACHES TO INCHON. WHEREAS NORTH HAS SO FAR REFRAINED FROM CLOSE IN HARASRZA MENT, SHOOTING, OR BOARDING ATTEMPTS, WE CANNOT RULE OUT SUCH ACTION AT SOME TIME NOT ONLY AGAINST FERRIES, ISLAND SUPPLY BOATS, AND ROKN VESSELS BUT AGAINST FISHING OR

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OTHER COMMERCIAL VESSELS WHICH MIGHT ENTER THEIR CLAIMED WATERS. MUCH LESS LIKELY POSSIBILITY IS A RAID ON UN CONTROLLED ISLANDS DESPITE INSISTENCE OF SOME IN ROKG ON THIS.

4. AS ALREADY REPORTED, WE HAVE TAKEN PRECAUTIONS AND HAVE PLANNED LEVEL OF RESPONSES TO SUPPORT ISLANDS. HOWEVER

GIVEN PROBABILITY OF CONTINUING ANDHVVEN POSSIBLY MORE

WIDESPREAD NORTH KOREAN ACTIVITY, WE MUST CONSIDER OTHER CONTINGENCIES.

5. AS WASHINGTON AGENCIES AWARE PRIOR TO DEVELOPMENT PRESENT NLL SITUATION ROKS OPERATED BOTH MILITARY AND NON MILITARY VESSELS WITH IMPUNITY INSIDE CLAIMED 12 MILE LIMIT AND UP TO NLL. OBVIOUSLY WE CANNOT ACCEPT IN ANY FASHION NORTH KOREAN CLAIMS ENCOMPASSING WATER AREAS AROUND UNC ISLANDS. WE MUST MAINTAIN ACCESS AND PATROL ROUTES TO OUR ISLANDS WHATEVER NORTH

KOREANS DEMAND. HOWEVER QUESTION IS TO WHAT EXTENT UNC SHOULD BE INVOLVED INSIDE NORTH KOREAN 12 MILE LIMIT WHEN NOT OPERATING IN DIRE

SUPPORT OF UNC CONTROLLED ISLANDS OR WITHIN OBVIOUS ACCESS ROUTES. WOULD NOTE THAT ROKG WILL PROBABLY REACT NEGATIVELY TO ANY CHANGES IN EXISTING PATTERNS.

6. BEFORE WE CAN REALISTICALLY ADDRESS THESE ONGOING PROBLEMS CONNECTED WITH NORTHWEST COUCTAL PROBLEMS, WE NEED WASHINGTON AGENCIES VIEWS ON FOLLOWING QUESTIONS:

A. WHAT SHOULD UNC POLICY BE RE NORTH KOREAN CLAIMED 12 MILE LIMIT IN AREAS WHERE IT DOES NOT RELATE TO ACCESS TO ISLANDS OR CONFLICTING ROK TERRITORIAL WATERS CLAIM?

B. WHAT SHALL OUR POLICY BE ON CONTINUED MAINTENANCE OF NLL AS PATROL LIMIT LINE WHERE IT OVERLAPS WITH NORTH KOREAN CLAIMED 12 MILE LIMIT, IN AREAS NOT RELATED TO ACCESS TO UNC CONTROLLED ISLANDS, (I.E. AREAS SOUTHWEST OF HAEJU.)

C. WHAT SHOULD OUR POSITION BE WITH REGARD TO TERRITORIAL WATERS
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SURROUNDING 5 UNC CONTROLLED ISLANDS. WE ARE CLAIMING A THREE MILE LIMIT AS CONTIGUOUS WATERS UNDER ARMISTICE AGREEMENT.

7. REQUEST WASHINGTON GUIDANCE AND WASHINGTON VIEWS ON QUESTIONS RAISED PARA 6 ABOVE.
UNDERHILL

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 15 DEC 1973
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: golinofr
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1973SEOUL08450
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: n/a
From: SEOUL
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1973/newtext/t19731222/aaaaaqgz.tel
Line Count: 160
Locator: TEXT ON-LINE
Office: ACTION EA
Original Classification: SECRET
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators:
Previous Classification: SECRET
Previous Handling Restrictions: n/a
Reference: n/a
Review Action: RELEASED, APPROVED
Review Authority: golinofr
Review Comment: n/a
Review Content Flags:
Review Date: 02 AUG 2001
Review Event:
Review Exemptions: n/a
Review History: RELEASED <02-Aug-2001 by willialc>; APPROVED <20-Dec-2001 by golinofr>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: NEXT QUESTION REGARDING NORTHERN LIMIT LINE JOINT EMBASSY/UNC
TAGS: PBOR, MARR, KS, KN
To: STATE
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005